



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

QUARTERLY REPORT TO THE GOVERNMENT OF THE UNITED STATES OF AMERICA (USAID / INDIA)

CARE AND MAINTENANCE OF TRANSITIONAL SHELTERS IN TSUNAMI AFFECTED AREAS OF SRI LANKA

Executing agency:	International Organization for Migration (IOM)
Project partner agencies (or national counterparts):	Government of Sri Lanka, RADA, UNOCHA, UNICEF, the Norwegian Refugee Counsel, ZOA, Sewalanka,
Geographical coverage:	Ampara, Matara, Kalutara and Colombo districts.
Project management site:	IOM Sri Lanka
Target group(s):	Tsunami-affected populations residing in transitional shelters
Project period:	25 April, 2006 – 24 April, 2007
Reporting period:	25 April, 2006 – 31 July, 2006
Total budget (Letter of Credit):	USD 1,000,000,00
Total expenditure:	USD 111,851,53
Funds received from USAID:	USD 5,981,00
Balance of resources:	USD 888,148,47

SUMMARY

In the first quarter of the USAID-funded Care and Maintenance (C&M) programme, activities focused largely on coordination and site assessments. A national C&M matrix was improved, minimum standards for C&M were established and lead agencies for C&M implementation were identified for different districts. More than 100 sites, containing over 2,600 shelters were assessed by IOM staff in order to determine needs, a list of priorities and appropriate actions. In the latter part of the reporting period, C&M implementation commenced in the districts, with numerous activities being completed in areas of shelter improvements, shelter decommissioning and construction of water and sanitation facilities.

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1. PROJECT DESCRIPTION

The overall objective of the project is to support the health, safety, security and wellbeing of the occupants of transitional shelters in tsunami affected areas of Sri Lanka, by improving and maintaining shelters, water and sanitation facilities and other site infrastructures.

Following the December, 2004, tsunami, more than 56,000 transitional shelters were completed in Sri Lanka. Although the process of providing permanent housing is progressing, there have been some severe delays and it is expected that tens of thousands of families will remain in shelters well into 2007.

It is essential that transitional shelters and shelter sites be not only built, but also maintained in a manner that ensures residents have secure and healthy environments in which to undertake normal household activities, rebuild their livelihoods, develop their skills and address their daily needs while waiting for a permanent housing solution.

Numerous UN agencies, I/NGO's and other actors helped meet the immediate need for transitional shelters. However, following the completion of shelter construction, many withdrew from the shelter sector. As a consequence, many beneficiaries have been left without care and maintenance (C&M) support and now rely on those organisations maintaining a presence in the districts.

Most shelters were constructed more than a year ago and due to the intrinsic short-term nature of the structures many require improvements and ongoing maintenance in order to meet basic standards. In addition, many sites still lack proper water and sanitation facilities, still relying solely on the temporary infrastructure put in place after the tsunami. Many temporary toilets, fresh water points, drainage systems, and bathing facilities were constructed in an unsustainable manner and are in need of improvements.

In response to the above-mentioned issues, IOM commenced a comprehensive C&M programme adopting a two-pronged approach:

1) At the request of the Reconstruction and Development Agency (RADA), IOM serves as Lead Shelter Agency, assisting the government of Sri Lanka in ensuring that C&M services are provided nationwide. IOM works to ensure that C&M activities are coordinated between all implementing agencies and government authorities at both the national and districts level in order to ensure that services such as garbage collections, water supply, lighting, gully suckers and necessary repairs and improvements are provided and that no shelter sites are left without adequate support.

2) With funding from USAID, IOM is responsible for providing C&M services for 4,000 shelters, ensuring that shelters and sites meet an acceptable standard while the residents wait for a permanent housing solution. IOM upgrades sub-standard shelters; improves shelters which have been either damaged by the elements or deteriorated due to natural wear and tear; and provides tools and materials to shelter sites, thus, allowing resident to undertake minor repairs and maintain their temporary homes in a timely manner.

Further, the construction and upgrading of permanent toilets and wells, establishment of water pipe schemes, and construction and improvements of drainage systems are considered critical areas of intervention as part of the C&M programme. In addition, IOM reinforces these hardware interventions through hygiene promotion programmes, conducted to ensure the proper usage of facilities and to encourage good hygiene practices among beneficiaries.

2. ACTIVITIES / RESULTS

2.1 COORDINATION

As the lead agency for coordinating C&M activities, IOM hosted and chaired fortnightly National Coordination Meetings in Colombo. Meetings were attended by UN agencies and I/NGOs involved in C&M as well as representatives from RADA and other Government Agencies. The meetings are held to raise current issues, discuss general progress, problems and solutions, formulate policies and share best practices and to resolve issues which cannot be dealt with at the district level.

In addition, IOM established a system to ensure that regular coordination meetings are also held in the tsunami affected districts. The district meetings serve as essential forums where problems related to C&M are discussed between the agencies involved and relevant government institutions such as RADA, the Water Board, Ceylon Electricity Board and the Municipal Council. The meetings are generally hosted and chaired by the agencies leading C&M implementation in the different districts.

Through this coordination system, IOM continues to act as a mediator; collecting and circulating information between Colombo and the districts and advocating for compliance to standards, both to ascertain that all C&M agencies carry out their responsibilities and to ensure that government institutions are kept informed and involved in the delivery of services for which they are responsible.

Through the coordination structure, IOM also managed to establish minimum standards of C&M implementation. Standards agreed upon include the construction of sound building structures, safe electrical wiring for all shelters and provision of improved water and sanitation services such as adequate drainage and solid waste management systems.

*** 'Clusters' - Definition:**

Clusters of shelters are groups of shelters built on common lands (either on a common private plot or common Government land) as opposed to shelters built on an individual's private land or on a plot previously encroached by the occupants.

Following several coordination meetings, IOM officially assumed responsibility for leading C&M implementation in the districts of Colombo, Kalutara, Matara, Ampara and Batticaloa while other organizations, such as the Norwegian Refugee Counsel and ZOA, agreed to lead implementation in the remaining districts.

In the past three months, IOM in coordination with other agencies, continued to maintain and update a national C&M matrix.

The matrix is used to collect information on all shelters sites (built in clusters*), showing the number of shelters on site, the agency which originally built the shelters and which agency is responsible for C&M. Predominantly, the matrix was designed to quickly identify gaps in C&M support. Recently, however, IOM produced an extended format which also includes information on decommissioning as well as data on shelter residents who are not entitled to permanent housing and thus, might become longer-term occupants. The process of collecting and verifying information for the new matrix is ongoing.

In addition, IOM established a site matrix which includes more detailed information on the sites which IOM is responsible for in terms of C&M implementation. This matrix includes both an assessment and an activity part, providing information on the current state of the sites, the C&M work required as well as recording the activities completed by IOM.

2.2 C&M – SITE ASSESSMENTS

In the first quarter, large parts of the C&M programme focused on conducting site assessments. Site visits and in-depth assessments were necessary in order to identify current conditions and the different needs for C&M support. Based on the findings, IOM created a list of priorities and planned interventions accordingly.

IOM decided to prioritise C&M activities for shelters built in clusters. If necessary, support will be extended to individual shelters built on private land at a later stage.

Cluster sites have shown the most maintenance problems both due to the high density of occupants and because they often consists of new, and ‘artificially formed’ communities. They give the impression of a ‘camp’ environment and often there is a low sense of ownership from the residents. Families living in clusters sites are, in most cases, those who previously lived within the coastal buffer zone and thus, are unable to move back. Many of these families, who were often very vulnerable even before the tsunami, have been relocated from their area of origin and uprooted from their original communities. Many residents have been forced to change their daily habits, in some cases lost or have been compelled to change their livelihoods, while they also struggle to adapt to a new living environment.

During the reporting period, IOM assessed more than 2,600 shelters, located on over 100 sites in the four districts, funded by USAID. Assessments by district are shown in the table below:

<i>District</i>	<i>No of shelters assessed by IOM</i>	<i>Sites assessed by IOM</i>
<i>Colombo</i>	<i>278</i>	<i>5</i>
<i>Kalutara</i>	<i>491</i>	<i>12</i>
<i>Matara</i>	<i>469</i>	<i>13</i>
<i>Ampara</i>	<i>1,431</i>	<i>75</i>
<i>Total</i>	<i>2,669</i>	<i>105</i>

Of the sites visited, 23 (some 700 shelters) were originally built by IOM and were mainly re-assessed to identify whether maintenance work was needed due to natural wear and tear and to determine whether water and sanitation facilities were deteriorating and needed improvements. The remaining locations (nearly 2,000 shelters on 82 sites) were assessed by IOM for the first time, after having been identified as needing C&M support. The shelters have been built by several different organizations such as Sewalanka, MSF, Goal, Oxfam, Save the Children, TRO and many other small NGOs or private organisations. For most sites, IOM was officially requested by the agencies to assume C&M responsibility while a few sites had been left without hand-over consultations.

In terms of shelter structures and general site conditions, the main problems identified by IOM include: high concentration of beneficiaries in small plots of land and high density of shelters which increases the risks of fires and disease outbreaks; poor site layout, low quality of construction materials and issues relating to personal security and privacy.

General assessments of water and sanitation facilities were also conducted on all sites, followed by more extensive surveys by IOM water and sanitation engineers at sites identified as needing improvements. Problems often identified included: inadequate number of toilets, inadequate sources of drinking and bathing water, improper liquid waste management and inefficient garbage collection systems.

Assessments suggest however, that the need for water and sanitation services vary greatly on the different sites. In some cases, facilities are in place to meet the needs of the resident, with only minor activities needed such as repairing water pipes. In other cases the situation demanded immediate and extensive intervention, including the provision of drainage to large amounts of water from rain run off, raw sewage and flooding.

2.3 C&M IMPLEMENTATION

For both the shelter and the water and sanitation components of the C&M programme, the critical first steps involved coordination with local government authorities and other agencies and in-depth assessments of the shelter sites, in order to identify C&M needs, establish a list of priorities and plan interventions accordingly and effectively.

Following this complex exercise, IOM started implementing C&M activities at numerous priority sites in the latter part of the reporting period.

In total, IOM replaced or improved walls in 76 shelters and undertook 66 roof repairs in Matara and Kalutara districts, while more than 30 floors/foundations were improved for shelters in Ampara district. Improvement of electrical wiring was also completed at a site in Matara.

In Ampara district, IOM agreed to assist more than 100 families who wished to move their transitional shelters from cluster sites to private land, after relaxations in the coastal buffer zone allowed them to do so. IOM received a beneficiary name list and a consolidated list of the necessary tools and materials. IOM is in discussion with the beneficiaries and in the process of verifying beneficiary- and land information, after which, IOM will actively support the initiative.

During the reporting period, IOM also started the process of decommissioning vacated shelters in both Matara and Ampara district. In total, 28 shelters on 3 sites were decommissioned.

The procedure of decommissioning includes dismantlement of shelters, toilets and bathing areas, removal of concrete foundations, clearing of debris and land levelling in order to restore the shelter areas to their original conditions.

The provision of water and sanitation facilities also commenced during the first quarter of the programme. Activities were undertaken to meet the most immediate needs as identified through site surveys. In Ampara district, IOM constructed two tube wells and completed significant drainage improvements at one site. In Kalutara, six water distribution systems were repaired and 23 toilets upgraded. Twelve water distribution systems were repaired, 10 new toilets constructed, 20 toilets upgraded and drainage improvements were completed at two sites in Matara district.

Hygiene Promotion Training

The education component of the water and sanitation program consists of a series of hygiene promotion workshops. During the first quarter, nearly 1,000 transitional shelter residents participated in 23 first-round workshops in Ampara district.

The workshops engaged residents in a participatory manner and reviewed the knowledge and practices of the communities as well as educated and increased hygiene awareness. The first round of workshops included discussions on the cause of diseases and how to prevent them, the importance of hand-washing, the necessity of keeping food and water clean and covered, and proper disposal of solid waste.

Overall attendance at the workshops was excellent and feedback indicated clearly that the workshops were found to be useful and enjoyable.

Summary of C&M implementation. Activities completed (May – July):

Activities	Ampara	Kalutara	Matara	Total
Wall Repairs	0	4	72	76
Roof Repairs	0	11	55	66
Floor Repair	27	4	0	31
Timber Structure	2	1	0	3
Other Shelter repairs	0	2	0	2
Electricity- wiring improvements	1	0	9	10
De commissioning completed	6	0	22	28
Tube Wells Constructed	2	0	0	2
Water Distribution (Repaired)	0	6	15	21
Bathing Facilities	0	0	1	1
New Toilets Constructed	0	0	10	10
Toilets Upgraded	0	23	20	43
Drainage Improvements	1	0	2	3
Garbage(Solid Waste Management)	0	1	0	1

2.4 PLANS FOR THE NEXT QUARTER

IOM will continue to coordinate C&M activities at both national and district level. It is expected that the extended C&M matrix will be completed and information verified and that the matrix will serve as an effective tool for identifying the status of sites and the needs for agency support. More assessment may be necessary as new sites are identified as needing C&M assistance.

However, in the coming months, IOM also expects to focus more on direct implementation of C&M activities, based on the needs and priorities identified in the first quarter. Many necessary activities are already ongoing while more have been planned at the field level and passed through the stages of design and material selection and thus, implementation will commence shortly.

In Ampara, the second-round, hygiene promotion workshops will commence in the communities where the first-round has been completed. Other sites will receive both first- and second-round workshops in the coming quarter. In Matara and Kalutara, IOM aims to identify local partners, possibly to include government doctors, to lead hygiene promotion activities in the districts.

3. CONSTRAINTS AND ACTIONS TAKEN

The security situation deteriorated significantly during the reporting period. In particular, this affected IOM's national coordination efforts as information on many sites in northern and eastern districts could not be verified and agencies were prevented from conducting site assessments.

For the USAID funded C&M programme, the security situation affected IOM's activities in the eastern district of Ampara while work in the western and southern districts could proceed as normal.

The security situation in Ampara district was highly volatile and unpredictable. Numerous hartals (general strikes), restriction in movement and general security concerns, delayed activities on several occasions. In particular, the areas of Akkaripattu and Alyadiambu experienced constraints. Many IOM staff members live in these areas and at times could not travel to the office, or carry out assessments or other work in the field. IOM continues to comply with UN security regulations and carried out activities as the situation allowed.

Other constraints encountered in Ampara district, concerned a complex and dynamic environment in which operations are conducted. Shelter sites supported by IOM are often widespread and located in hard-to-reach areas resulting in extensive travelling time in order to conduct assessments and implementation. Also, even between sites located within short distances of each other, work is undertaken in differing environmental and administrative circumstances and most activities have to be individually planned and executed according to the specific conditions. IOM staff have been trained to carry out specific assessments and determine appropriate actions, taking into consideration the environmental, political and administrative constraints in the different areas and Divisional Secretary Divisions.

In addition, changes in the coastal buffer zone resulted in IOM undertaking many assessments again in light of the new situation. Relaxations in the buffer zone policy has meant that thousands of the tsunami-affected persons who were re-located to transitional shelter sites have been allowed to return to their original lands. As a result, many beneficiaries wish to move the transitional shelters and instead reside in their home communities while permanent housing is constructed. This affects the C&M programme as, rather than requiring maintenance support at the sites, many families requests assistance in moving shelters. IOM is responding to this change on a case-by-case basis and is prepared to support beneficiaries with tools and minor equipment and materials.

In Colombo district, IOM assessed several sites. However, the situation concerning transitional shelter sites in Colombo district has been, and continues to be very complex. IOM encountered difficulties in verifying beneficiary name lists and the pre-tsunami residences of some of the occupants. Also, during the reporting period, many shelter residents received government grants to purchase new plots of land and commence construction of permanent houses. IOM is discussing with the authorities whether support should be given to move the transitional shelters to the new land plots which will be purchased by the beneficiaries and whether to upgrade the shelter sites for those resident who remain. IOM hopes to resolve these issues shortly so that C&M activities can be designed accordingly and in line with the decisions made by the government authorities.

4. CONCLUSIONS

With funding from USAID, IOM continues to support tsunami affected populations residing in temporary settlements in Sri Lanka.

Through on-going monitoring and C&M interventions IOM works to ensure that shelters and site infrastructure meet acceptable standards. In addition, IOM conducts health and hygiene training to raise awareness and encourage good practices at the sites.

Critical coordination activities and comprehensive site surveys were undertaken in the first quarter, allowing IOM to identify priority sites and plan activities accordingly. The assessments form a valuable base on which IOM's C&M activities will be implemented in the coming months.

In Sri Lanka, C&M of transitional shelter sites continues to be essential as tens of thousands of families still reside in temporary housing and need support while waiting for permanent a permanent solution.

5. FINANCIAL STATEMENT

Please see attached financial report.

6. ANNEX

- Human interest story: "Making life a little more pleasant".